

Population

Censuses of the non-indigenous population of the Territory of Papua and New Guinea have been taken in conjunction with censuses of the Commonwealth of Australia. For the indigenous population of the Territory of Papua and New Guinea, estimates of size, geographic location, and the broad age distribution of the population were available from the results of the Department of District Administration census (formerly known as the Tax Census). This was conducted over most of the Territory, but was continuous rather than conducted at a common date for all areas covered. No regular pattern of operations was adopted, although once the census had been taken in an area it was in general repeated fairly frequently. Although these estimates were of great value, the limitations of the information on population characteristics and the lack of simultaneous collection for all areas made them insufficient for many purposes. The 1966 census covered both indigenous and non-indigenous populations, and thus superseded the traditional census of non-indigenes.

Figures for the non-indigenous population as enumerated at censuses held in conjunction with Commonwealth censuses and estimates of the indigenous population based on the Department of District Administration censuses are set out below.

TERRITORY OF PAPUA AND NEW GUINEA: POPULATION AT CENSUSES, 1921 TO 1966

Year	Indigenous					Non-indigenous		
	Enumerated			Persons estimated	Total persons	Males	Females	Persons
	Males	Females	Persons					
PAPUA								
1921 . .	59,825	52,687	112,512	..	..	1,408	670	2,078
1933 . .	..	..	170,836	..	..	1,232	941	2,173
1941 . .	..	..	..	..	..	..	..	..
1947 . .	..	..	..	..	..	2,057	1,182	3,239
1950 . .	117,455	104,474	221,929	146,630	368,559	..	..	..
1954 . .	151,464	134,732	286,196	202,200	488,396	3,867	2,446	6,313
1961 . .	236,676	209,632	446,308	67,340	513,648	5,490	4,304	9,794
1966 . .	310,153	281,806	591,959	..	591,959	8,307	6,070	14,377
NEW GUINEA								
1921 . .	(a)100,445	(a) 66,276	(a)166,721	..	..	2,502	671	3,173
1933 . .	218,218	182,911	401,129	..	..	3,709	1,507	5,216
1941 . .	324,830	318,988	(b)684,284	300,000	984,284	..	..	..
1947 . .	..	..	..	..	..	4,369	1,831	6,200
1950 . .	415,939	354,116	770,055	301,050	1,071,105	..	..	..
1954 . .	538,113	472,480	1,010,593	184,714	1,195,307	7,201	4,241	11,442
1961 . .	721,806	647,277	1,369,083	64,300	1,433,383	9,158	6,378	15,536
1966 . .	810,153	748,205	1,558,358	..	1,558,358	11,746	8,546	20,292

(a) 1920; figures for 1921 not available. (b) Includes 34,087 indentured labourers, 1,127 native constabulary, 4,823 attending approved mission schools, and 429 patients at Anelaua Leprosarium and Taskul Observation Colony (New Ireland), for which particulars of sex are not available.

The total indigenous population of Papua and New Guinea at the 1966 census was 2,150,317 persons, and the total non-indigenous, 34,669 persons. Estimated totals for 30 June 1968 are 2,276,632 and 40,363 persons respectively. See pages 1179 and 1185 for further details.

Population Census, 1966

The census was conducted over the period June–July 1966 and covered both indigenous and non-indigenous populations. For census purposes the indigenous population comprised the aboriginal peoples of the Territory of Papua and New Guinea, Australia, New Zealand, and the other islands

of Polynesia, Melanesia, and Micronesia, and all persons descended from these aboriginal peoples to the extent of more than one half. The non-indigenous population comprised all persons not covered by the definition of the indigenous population given above. The Census completely enumerated virtually all the non-indigenous population, together with all the indigenous population located in areas outside rural villages. The rural village population was estimated by means of a representative sample of approximately 10 per cent of rural villages. Consequently the figures published for the population of rural villages are estimates of total figures based on a representative sample, while those published for other areas are totals based on complete enumeration. Totals for a District or Territory as a whole are the sums of these estimated and actual figures.

A short description of the development operations undertaken before the 1966 census and of the actual census operations is given in Year Book No. 53, pages 141-2. A description of Methods and definitions used can be found in *Population Census, 1966—Preliminary Bulletin No. 20: Summary of Population* issued by the Bureau of Statistics, Konedobu, Papua.

Selected characteristics

The following tables and text present statistics relating to some selected characteristics as derived from the 1966 census. Details of all characteristics published can be found in Bulletin No. 20 (see preceding paragraph). In the tables, minor discrepancies between totals and sums of components are due to the rounding of estimates calculated from sample data.

POPULATION, BY ADMINISTRATIVE DISTRICTS(a)
TERRITORY OF PAPUA AND NEW GUINEA, CENSUS, JUNE-JULY 1966
(Persons)

District(a)	Indigenous	Non-indigenous	Total	Approximate area square miles	Persons per square mile
Western	61,424	436	61,860	40,000	1.55
Gulf	55,077	233	55,310	15,000	3.69
Central	134,693	11,638	146,331	12,000	12.19
Milne Bay	99,161	996	100,157	7,800	12.84
Northern	57,967	608	58,575	9,000	6.51
Southern Highlands	183,635	466	184,101	6,200	22.69
<i>Total, Papua</i>	<i>591,959</i>	<i>14,377</i>	<i>606,336</i>	<i>90,000</i>	<i>6.74</i>
Eastern Highlands	201,978	2,054	204,032	5,000	40.81
Chimbu	166,923	322	167,245	2,800	59.73
Western Highlands	289,452	1,690	291,142	9,200	31.64
West Sepik	99,141	466	99,608	19,700	5.06
East Sepik	156,406	1,525	157,931	10,500	15.04
Madang	149,986	2,061	152,047	10,800	14.08
Morobe	204,370	4,696	209,066	12,700	16.46
West New Britain	43,886	306	44,192	7,100	6.22
East New Britain	104,887	5,043	109,930	7,000	15.70
New Ireland	49,334	964	50,298	3,800	13.24
Bougainville	71,761	718	72,479	4,100	17.68
Manus	20,232	447	20,679	800	25.85
<i>Total, New Guinea</i>	<i>1,558,358</i>	<i>20,292</i>	<i>1,578,650</i>	<i>93,500</i>	<i>16.88</i>
Total, Papua and New Guinea	2,150,317	34,669	2,184,986	183,500	11.91

(a) For location of districts see map on plate 55.

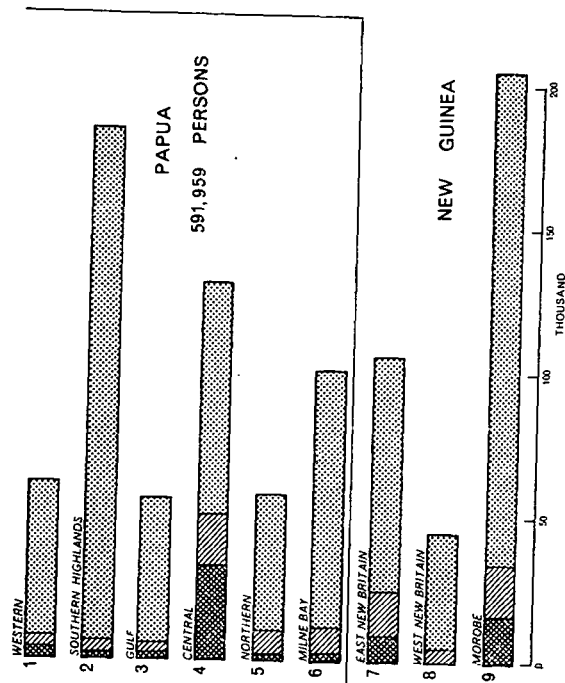
The chart on plate 55 shows the indigenous populations of districts classified by the categories urban, rural (village and non-village).

The population (indigenous and non-indigenous) of the major towns at the census, June-July 1966, was as follows: Port Moresby, 41,848; Lae, 16,546; Rabaul, 10,561; Wewak, 8,945; Madang, 8,837; Goroka, 4,826; Daru, 3,663; Mount Hagen, 3,315; Bulolo, 2,724; Lorengau, 2,446; Samarai, 2,201; Kavieng, 2,142.

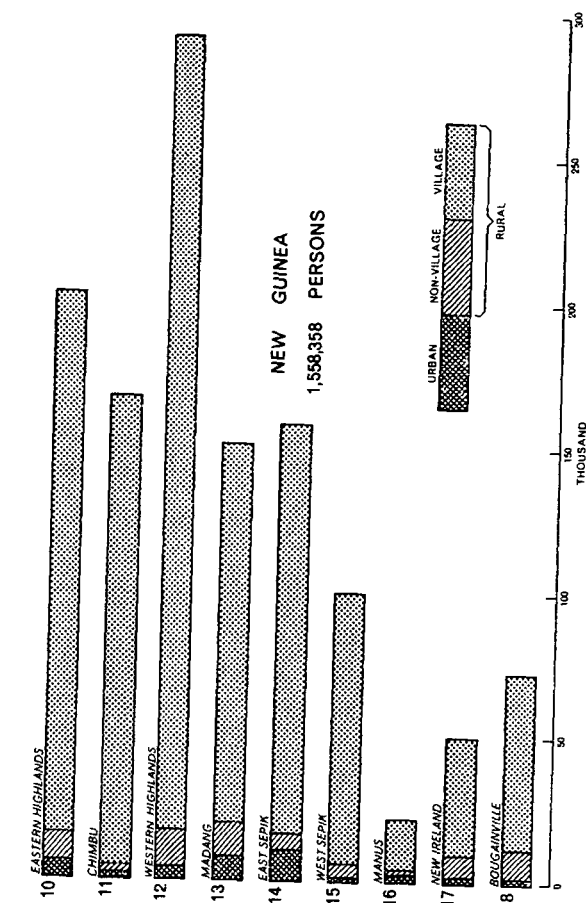
INDIGENOUS POPULATION OF PAPUA AND NEW GUINEA

CENSUS JUNE-JULY 1966

INDIGENOUS POPULATION: (i) Aboriginal peoples of Papua and New Guinea, Australia, New Zealand and other islands of Polynesia, Melanesia and Micronesia, and (ii) all persons descended from such peoples to the extent of more than one half.

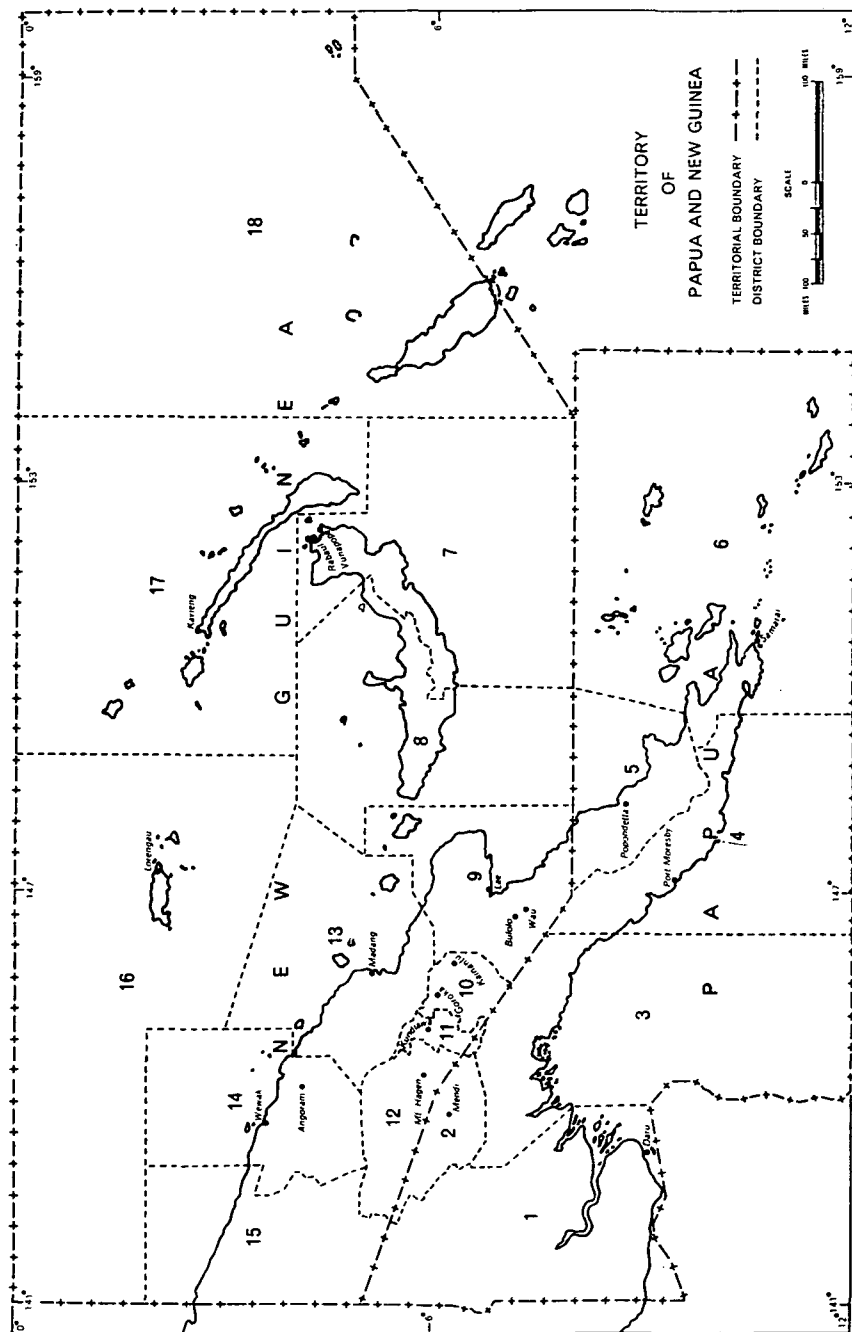


URBAN AREAS: Centres with populations of 800 or more, excluding separately located synagogues, hospitals, missions, etc.



RURAL AREAS: (i) Non-village areas — Administration and local government centres with populations of less than 500 (but including isolated Administration schools of all sizes); missions (including mission schools, hospitals, plantations, etc.); plantations, etc.
(ii) Rural villages — villages recorded as such by Department of District Administration except those in urban areas.

MAP SHOWING CENSUS DISTRICTS



POPULATION, BY SCHOOL EDUCATION
TERRITORY OF PAPUA AND NEW GUINEA, CENSUS, JUNE-JULY 1966
(Persons)

<i>School education</i>	<i>Indigenous</i>			<i>Non-indigenous</i>		
	<i>Papua</i>	<i>New Guinea</i>	<i>Total</i>	<i>Papua</i>	<i>New Guinea</i>	<i>Total</i>
Secondary education	6,274	8,273	14,546	9,047	12,183	21,230
Primary education—						
Primary 'A' schools(a) . . .	405	459	864	2,460	4,083	6,543
Primary 'T' schools(b) . . .	98,473	186,172	284,641	484	279	763
Primary school (English not taught)	89,447	216,740	306,191	23	149	172
<i>Total primary education . .</i>	<i>188,325</i>	<i>403,371</i>	<i>591,698</i>	<i>2,967</i>	<i>4,511</i>	<i>7,478</i>
Attended school, grade not known .	2,193	6,222	8,416	225	467	692
Never attended school	395,090	1,140,319	1,535,409	1,981	3,082	5,063
Not stated	77	172	249	157	49	206
Total	591,959	1,558,358	2,150,317	14,377	20,292	34,669

(a) Schools where lessons are taught in English and the primary school syllabus of New South Wales is followed.
(b) Schools where lessons are taught in simplified English and a specially designed syllabus is followed.

NOTE. The above table includes persons of all ages. The category 'never attended school' therefore includes a large number of persons too young to attend school.

At the census the *literacy* of persons aged ten years and over was determined on the basis of whether a person could read and write very simple sentences in any of the following languages, or a combination of them, English, Pidgin, Police Motu, any indigenous or foreign language. The indigenous population ten years and over totalled 1,458,054. The numbers of persons who were literate in one or more of the three main languages of administration were as follows: English 166,386, Pidgin 178,271, Police Motu 49,310. Persons who were literate in more than one language are included in each category which applies, for example 28,240 persons were literate in both English and Pidgin and are therefore included in both totals. Of the total population aged ten years and over, 1,126,995 (72 per cent) were illiterate.

The *work force* of Papua and New Guinea was divided into three main categories as follows:

- (i) Wholly or mainly money-raising.
- (ii) Mainly subsistence but with some money-raising.
- (iii) Wholly subsistence.

The questions on the interview questionnaire concerned with subsistence occupation and employment status were as follows.

'Subsistence occupation—

- (a) What is the person's subsistence occupation?

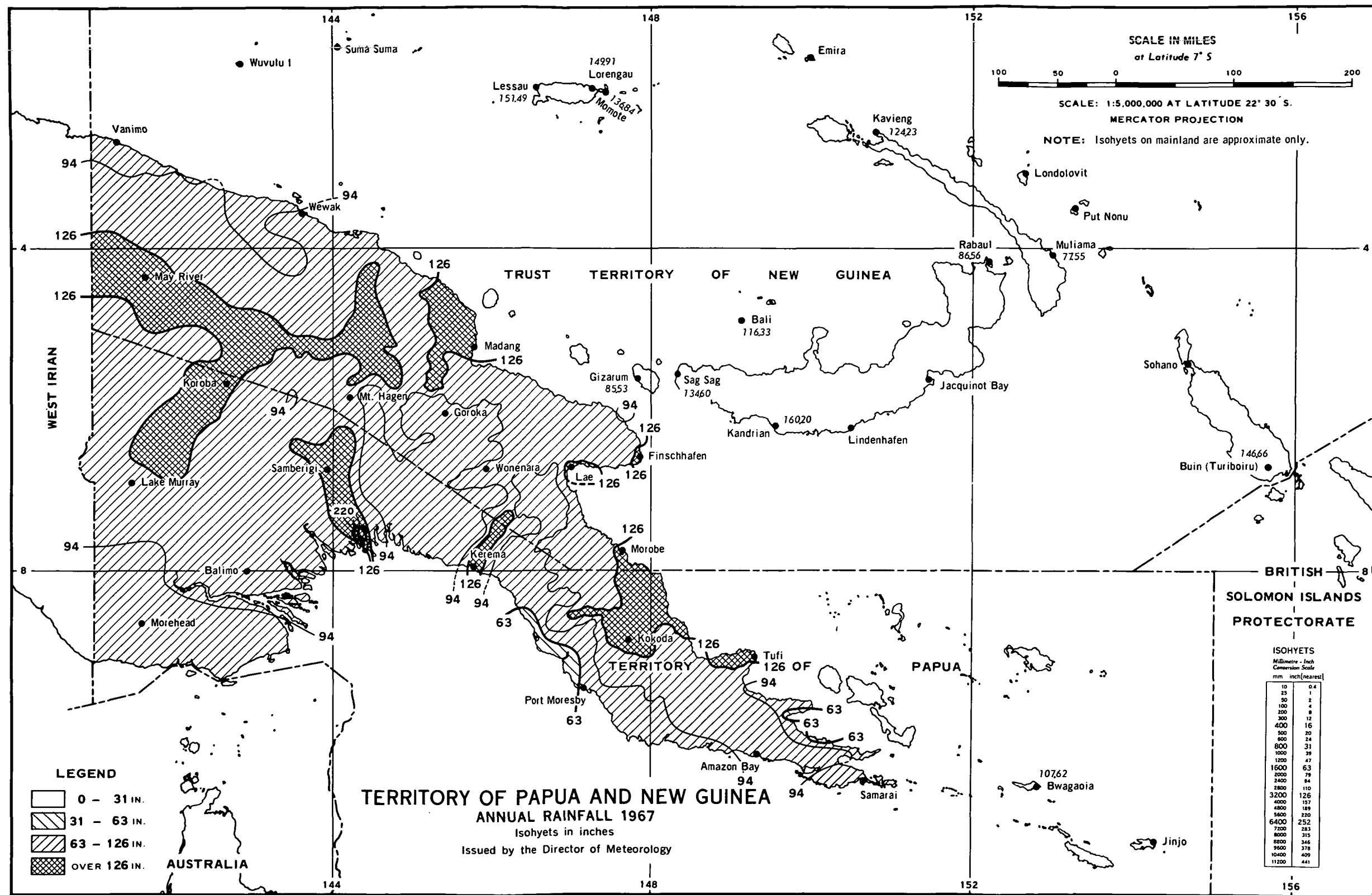
Write one of the following: Food gardener, 'G'. Fisherman, 'F'. Other subsistence, give details. Sago processor, 'P'. Hunter, 'H'. No subsistence, 'N'.

- (b) Does the person spend more time at subsistence work (write 's') or working at a money-raising occupation (write 'M')? If no occupation of any kind write 'NA'.
- (c) Does the person do this subsistence work on his own account (write 'o') or as a family helper (write 'H')? If no subsistence occupation write 'NA'.

'Employment status—

- (a) Did the person have a paid job or money-raising occupation of any kind excluding subsistence work, last week (even though he may have been absent from it)? Answer YES or NO.
- (b) Did the person do any money-raising work at all last week? Answer YES or NO. Persons working in a family business or plantation should answer YES.
- (c) Was the person temporarily laid off by his employer without pay for the *whole* of last week? Answer YES or NO.
- (d) Was the person actively looking for a paid job last week? Answer YES or NO.
'Actively looking for work' means (i) being registered with an employment agency or Labour Office, or (ii) approaching or trying to find possible employers.
- (e) Was he looking for his first paid job? Answer YES or NO.

It should be noted that by definition persons who were less than ten years of age were excluded from the work force.



Persons who indicated 'yes' to any one of the employment status questions (a) to (e) were classified as in the money-raising work force. This approach conforms closely to the recommendations of the Eighth International Conference of Labour Statisticians held in Geneva in 1954.

It should be noted that during the field interviewing the money-raising ability of persons was taken into account in the decision to include them in either the money-raising or wholly subsistence work force. For example where it could be ascertained that a person with a subsistence occupation had the capacity and inclination to make money, i.e. he had in the past and expected in the near future to make money from the crop of his coffee garden, vegetable garden, etc., (although he may not have made any money during the reference week) he was included in the money-raising work force. As a result the total for the money-raising work force (particularly the mainly subsistence with some money-raising category) tends to be somewhat higher than would be obtained from a pure 'last week' approach.

These persons were then classified to one of the above-mentioned work force categories by reference to subsistence occupation question (b). If a person spent more time at subsistence work ('s') he was classified as in the 'mainly subsistence but with some money-raising' work force category. On the other hand if he spent more time working at a money-raising occupation ('m') or ('na') to subsistence occupation question (b) he was classified as in the 'wholly money-raising or mainly money-raising with some subsistence' work force category.

Persons not in the money-raising work force who indicated in subsistence occupation questions (a) to (c) that they were actively engaged in subsistence work, e.g. (a) ('c')—Food Gardener (b) ('s')—more time at subsistence work and (c) ('h')—Family Helper, were classified to the 'wholly subsistence' work force category. *All other persons were classified as not in the work force.*

POPULATION IN THE WORK FORCE, BY OCCUPATIONAL STATUS: TERRITORY OF PAPUA AND NEW GUINEA, CENSUS, JUNE-JULY 1966

Occupational status	Papua			New Guinea			Total		
	Males	Females	Persons	Males	Females	Persons	Males	Females	Persons
INDIGENOUS									
Wholly or mainly money-raising—									
Employed—									
Employer	483	22	505	2,425	326	2,751	2,908	348	3,256
Self-employed	6,249	1,019	7,268	40,469	8,494	48,963	46,718	9,513	56,231
Employee	39,328	2,877	42,205	89,950	8,062	98,012	129,278	10,939	140,217
Helper, unpaid	1,870	3,082	4,952	8,246	18,776	27,022	10,116	21,858	31,974
Total employed	47,930	7,000	54,930	141,090	35,658	176,748	189,020	42,658	231,678
Unemployed (including seeking first job)	407	71	478	1,347	139	1,486	1,754	210	1,964
Total wholly or mainly money-raising	48,337	7,071	55,408	142,437	35,797	178,234	190,774	42,868	233,642
Mainly subsistence with some money-raising	36,488	37,839	74,327	170,233	197,549	367,782	206,721	235,388	442,109
Total indigenous money-raising work force	84,825	44,910	129,735	312,670	233,346	546,016	397,495	278,256	675,751
Wholly subsistence	91,434	113,312	204,746	159,743	216,256	375,999	251,177	329,568	580,745
Total indigenous work force	176,259	158,222	334,481	472,413	449,602	922,015	648,672	607,824	1,256,496
NON-INDIGENOUS									
Wholly or mainly money-raising—									
Employed—									
Employer	331	89	420	699	164	863	1,030	253	1,283
Self-employed	93	44	137	160	94	254	253	138	391
Employee	5,463	2,283	7,746	7,466	2,762	10,228	12,929	5,045	17,974
Helper, unpaid	102	116	218	152	257	409	254	373	627
Total employed	5,989	2,532	8,521	8,477	3,277	11,754	14,466	5,809	20,275
Unemployed (including seeking first job)	15	16	31	29	25	54	44	41	85
Total wholly or mainly money-raising work force	6,004	2,548	8,552	8,506	3,302	11,808	14,510	5,850	20,360
Mainly subsistence with some money-raising	8	3	11	18	16	34	26	19	45
Total non-indigenous money-raising work force	6,012	2,551	8,563	8,524	3,318	11,842	14,536	5,869	20,405
Wholly subsistence	10	18	28	11	13	24	21	31	52
Total non-indigenous work force	6,022	2,569	8,591	8,535	3,331	11,866	14,557	5,900	20,457